

8. **2006SP-181G-12**
Evergreen Hills
Map 182-00, Parcels 214, 011
Subarea 12 (2004)
Council District 32 - Sam Coleman

A request to change from AR2a to SP zoning property located at 13880 Old Hickory Boulevard and Old Hickory Boulevard (unnumbered), approximately 465 feet west of Legacy Drive (173.9 acres), to permit the development of 200 roughhouses and 700 single-family houses, requested by Third Coast Design Studio, applicant, for Turner Farms Development, owner.

STAFF RECOMMENDATION: Approve with conditions

APPLICANT REQUEST -Preliminary SP

A request to change from agricultural, single-family, and two-family (AR2a) to Specific Plan (SP) for property located north of Old Hickory Boulevard, which will allow for the development of 900 residential units.

Zoning District

SP district -Specific Plan is a zoning district category that provides for additional flexibility of design, including the relationship of buildings to streets, to provide the ability to implement the specific details of the General Plan.

- The SP District is a new base zoning district, not an overlay. It will be labeled on zoning maps as “SP.”
- The SP District is not subject to the traditional zoning districts’ development standards. Instead, urban design elements are determined for the specific development and are written into the zone change ordinance, which becomes law.
- Use of SP does not relieve the applicant of responsibility for the regulations/guidelines in historic or redevelopment districts. The more stringent regulations or guidelines control.
- Use of SP does not relieve the applicant of responsibility for subdivision regulation and/or stormwater regulations.

SOUTHEAST COMMUNITY PLAN POLICY

Neighborhood General (NG) -NG is intended to meet a spectrum of housing needs with a variety of housing that is carefully arranged, not randomly located. An accompanying Urban Design or Planned Unit Development overlay district or site plan should accompany proposals in these policy areas, to assure appropriate design and that the type of development conforms with the intent of the policy.

Transportation Plan - The Southeast Community Plan calls for various road improvements, including two collector streets, and a major roadway across these properties.

Consistent with Policy? -Yes, the proposed development is consistent with the intent of the NG policy as it provides a mixture of housing types that are coherently located in a way that creates neighborhood centers that are adequately connected. The plan also incorporates the two planned collector streets, as well as the planned “Southeast Parkway”, that crosses the properties.

PLAN DETAILS

Lots/Density -The plan calls for a total of 900 new residential units on approximately 173 acres, with an overall density of approximately 5.2 dwelling units per acre. While the total number of dwelling units proposed is 900, the plan calls for a variety of different housing choices with 200 town homes and 700 various size residential lots, including estate lots. The plan calls for four separate neighborhood centers. Higher residential densities are called for within the centers. Density levels decrease from the centers to the periphery.

Access - All town homes will be accessed from the rear by alleys. Alleys will also be utilized to provide rear access for a majority of the residential lots. Front loaded lots will also be utilized on larger lots.

Access to the development will be provided from multiple locations. Because some of the developments that will provide access to this development have not been constructed all proposed access points are not currently available. Available access points will be Old Hickory Boulevard, Ram Stone Way, Lawson Drive. Future connections will be to Haskell Drive, Haskell Lane, Kotonka Court, and the Southeast Parkway, when it is constructed.

Connectivity -The plan provides for adequate automobile and pedestrian connectivity within the development by utilizing a modified grid network of streets that include sidewalks, and pedestrian paths through some of the interior open spaces. A total of four stub streets, and two alley stubs are proposed, and will allow for adequate connectivity to adjacent properties. Three stub streets and one alley stub are proposed to the west, and one stub street and one alley stub are proposed to the east. The north and south are adequately connected by existing streets, or future streets within approved subdivisions.

Open Space -The plan calls for approximately 49 acres of open space, which is roughly 28 percent of the total site. Open space is utilized in a variety of ways that will provide for both active and passive use. Active open space is provided in the form of green squares, pocket parks, and court yards. Large linear areas of open space are also provided, and will provide for pedestrian walkways, that will provide an alternative pedestrian modal choice. These large linear park areas, also will help protect environmentally sensitive areas such as streams. Passive open space areas include buffer yards, and stormwater detention areas.

Landscape/Buffer Yards - As proposed street trees will be planted along all public streets. While no specific buffer yard is required with SP districts, the plan calls for a buffer yards along certain perimeter sections. A landscape plan has not been submitted, and will be required with the final development plan application.

Phasing Development will be constructed in eleven separate phases. Access for several of the phases will be from streets that are not currently built. The proposed phasing plan could require excessive construction traffic through adjacent residential areas. The phasing plan must be revised to work north from Old Hickory Boulevard to lessen the impact on adjoining subdivisions or revised to route construction traffic to Old Hickory Boulevard.

Infrastructure Deficiency Area -This request is located in the Infrastructure Deficiency Area (IDA), and requires that improvements be made to roadway within the IDA. The applicant will be required to improve approximately 5,017 linear feet of roadway within the IDA. Roadway to be improved will be determined by Public Works' staff. This is in addition to any other off site roadway improvements required by Public Works.

Staff Recommendation -Since this request implements the area's Neighborhood General policy, as well as providing for new roadways called out in the Southeast Subarea Plan, staff recommends that the request be approved with conditions.

PUBLIC WORKS RECOMMENDATION

- The developer's construction drawings shall comply with the design regulations established by the Department of Public Works. Final design may vary based on field conditions. All geometry to support SU-30 design vehicle turning movements.
- Re-evaluate phasing plan to minimize construction traffic thru adjacent developments.
- Transitions into and out of divided boulevards to meet MUTCD / AASHTO design guidelines.

In accordance with the recommendations of the traffic impact study, the following improvements, as a

minimum, will be required for the Evergreen Hills development:

1. The site access at Old Hickory Boulevard shall be designed to include one lane for entering traffic and two lanes for exiting traffic. The exiting lanes shall be designed to include 75 feet of storage.
2. An eastbound left turn lane shall be constructed on Old Hickory Boulevard at the project access with 100 ft of storage and transitions per AASHTO/MUTCD standards.
3. A westbound right turn lane shall be constructed on Old Hickory Boulevard at the project access with 75 ft of storage and transitions per AASHTO/MUTCD standards.

In addition, the following conditions shall apply:

4. Along the property frontage, Old Hickory Boulevard shall be improved to provide a collector cross section as approved by Metro Public Works.
5. At the intersection of Old Hickory Boulevard and Burkitt Road, the developer shall conduct a periodic signal warrant analyses as determined by Public Works. If warranted and approved by Public Works, a traffic signal shall be designed and installed by the developer. Applicable road widening (left turn lanes) shall be completed by the developer at this time as well.
6. In keeping with the Planning Department's IDA policy, other infrastructure improvements will be required by this development. The length of these improvements are to be as established by the Planning Department staff. The design is to be by the developer's engineer and approved by the Public Works Department.

Typical Uses in Existing Zoning District: AR2a

Land Use (ITE Code)	Acres	Density	Total Number of Lots	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-family detached(210)	173.90	0.5	87	915	71	95

Typical Uses in Proposed Zoning District: SP

Land Use (ITE Code)	Acres	Density	Total Number of Lots	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-family detached(210)	173.9	N/A	700	6,230	500	618

Typical Uses in Proposed Zoning District: SP

Land Use (ITE Code)	Acres	Density	Total Number of Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Res. Condo/Townhome (230)	173.9	N/A	200	1,157	90	107

Change in Traffic Between Typical Uses in Existing and Proposed Zoning District

Land Use (ITE Code)	Acres	--		Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
--			+813	6,472	519	630

STORMWATER RECOMMENDATION -Approved with the following comment:

1. A variance will be required for all buffer disturbances.

METRO SCHOOL BOARD REPORT

Projected student generation* 135 Elementary 81 Middle 81 High

Schools Over/Under Capacity - Students would attend Maxwell Elementary School, Antioch Middle School, and Antioch High School. All three schools have been identified as over capacity. There is capacity at another middle school in the cluster, and at a high school in an adjacent cluster. This information is based upon data from the school board last updated August 2006.

Fiscal Liability -The fiscal liability of 135 new elementary students is \$1,620,000 (135 X \$12,000 per student). This is only for information purposes to show the potential impact of this proposal, it is not a staff condition of approval.

School Site Dedication -Due to the potential impact of this development on the public school system, the applicant is required by Planning Commission policy to offer for dedication a school site in compliance with the standards of Section 17.16.040 for middle schools with a capacity of 800 students.

This land dedication requirement is proportional to the development's student generation potential. Such site shall be in accordance with the site condition and location criteria of the Metropolitan Board of Education and shall be within the Antioch High School cluster. The Board of Education may decline such dedication if it finds that a site is not needed or desired. No final plat for development of any residential uses on the site shall be approved until a school site has been dedicated to the Metro Board of Education or the Board has acted to relieve the applicant of this requirement. However, failure of the Board of Education to act prior to final plat consideration and approval by the Metropolitan Planning Commission in accordance with its schedule and requirements shall constitute a waiver of this requirement by the Board of Education.

CONDITIONS

1. No final plat or development of any residential uses on the site shall be approved until a school site has been dedicated to the Metro Board of Education or the Board has acted to relieve the applicant of the requirement for dedication of a school site in compliance with the standards of Section 17.16.040 for middle schools with a capacity of 800 students.
2. A landscape plan shall be submitted with the final development plan, and must be approved by Planning Staff prior to approval of the final development plan.
3. The phasing plan must be revised to work north from Old Hickory Boulevard to lessen the impact on adjoining subdivisions or revised to route construction traffic to Old Hickory Boulevard.
4. Prior to the final development plan being approved, the proposed crossing must be approved by the Stormwater Management Committee. If approvals can not be obtained, then the layout must be modified.
5. The site access at Old Hickory Boulevard shall be designed to include one lane for entering traffic and two lanes for exiting traffic. The exiting lanes shall be designed to include 75 feet of storage.
6. An eastbound left turn lane shall be constructed on Old Hickory Boulevard at the project access with 100 ft of storage and transitions per AASHTO/MUTCD standards.
7. A westbound right turn lane shall be constructed on Old Hickory Boulevard at the project access with 75 ft of storage and transitions per AASHTO/MUTCD standards.
8. Along the property frontage, Old Hickory Boulevard shall be improved to provide a collector cross section as approved by Metro Public Works.

9. At the intersection of Old Hickory Boulevard and Burkitt Road, the developer shall conduct a periodic signal warrant analyses as determined by Public Works. If warranted and approved by Public Works, a traffic signal shall be designed and installed by the developer. Applicable road widening (left turn lanes) shall be completed by the developer at this time as well.
10. This request is located in the Infrastructure Deficiency Area (IDA), and requires that improvements be made to roadway within the IDA. The applicant will be required to improve approximately 5,017 linear feet of roadway. Roadway to be improved will be determined by Public Works' staff prior to the recording of the first final plat.
11. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Commission approval, the standard Zoning Code requirements of the RM6 district shall apply.
12. Prior to the issuance of any permits, confirmation of preliminary approval of this proposal shall be forwarded to the Planning Commission by the Stormwater Management division of Water Services.
13. Prior to the issuance of any permits, confirmation of preliminary approval of this proposal shall be forwarded to the Planning Commission by the Traffic Engineering Section of the Metropolitan Department of Public Works for all improvements in public right of way.
14. All signage must be approved by the Planning Commission prior to final Specific Plan approval.
15. The requirements of the Metropolitan Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.
16. Prior to the filing of any additional development applications for this property, the applicant shall provide the Planning Department with a final corrected copy of the SP plan for filing and recording with the Davidson County Register of Deeds.

Mr. Swaggart presented and stated that staff is recommending approval with conditions.

Mr. Bernhardt explained and stated that the following items are to be included in this SP zone change request. They are as follows: the dedication of the Southeast Parkway bike path and greenway, certain improvements in dedication of right-of-way along Old Hickory Boulevard, certain parks and buffers that are available for community use of approximately 38 acres, a civic center site, emergency services, contributions to schools due to its location in an infrastructure deficiency area, as well as approximately one mile of reconstruction of highways in infrastructure deficiency areas.

Mr. Steve Abernathy, 5929 Pettus Road, spoke in favor of the proposal.

Mr. Tom White, 36 Old Club Court, spoke in favor of the proposal.

Mr. Keith Covington, 3707 Meadowbrook Avenue, spoke in favor of the proposal.

Ms. Joan Rubincam, 8212 Ramstone Way, spoke in favor of the proposal.

Councilmember Coleman spoke of the items mentioned by Mr. Bernhardt and explained that these items were agreed upon by the community members affected by this proposal and were to be met and included in the plan. Councilmember Coleman spoke of many issues associated with the plan as well as the compromises that were reached which resulted in its support. He mentioned that he would hold another community meeting prior to its second reading at Council in order to ascertain the proposal is ready to move forward and meets the requests of the community. He stated he was in favor of its approval at this time.

Ms. Nielson acknowledged the issue regarding the schools located in this area of the district. She also stated that a positive design can result from the communication between the developer and the community.

Mr. Clifton requested additional clarification regarding the traffic construction associated with this proposal.

Mr. Bernhardt explained that the plan contains a recommendation that requires a reexamination of the phasing plan of the proposal in order to minimize the construction traffic associated with the plan.

Mr. Tyler requested additional information on the infrastructure deficiency areas included in the proposal.

Mr. Bernhardt explained the infrastructure deficiency area located in the southeast area and its requirements.

Mr. Ponder spoke in favor of the plan. He did however mention an issue with Old Hickory Boulevard in relation to the entrance of the development.

Mr. Ponder moved and Mr. McLean seconded the motion, which passed unanimously to approve with conditions Zone Change 2006SP-181G-12. (9-0)

Resolution No. RS2006-367

“BE IT RESOLVED by The Metropolitan Planning Commission that 2006SP-181G-12 is **APPROVED WITH CONDITIONS. (9-0)**

Conditions of Approval:

1. No final plat or development of any residential uses on the site shall be approved until a school site has been dedicated to the Metro Board of Education or the Board has acted to relieve the applicant of the requirement for dedication of a school site in compliance with the standards of Section 17.16.040 for middle schools with a capacity of 800 students.
2. A landscape plan shall be submitted with the final development plan, and must be approved by Planning Staff prior to approval of the final development plan.
3. The phasing plan must be revised to work north from Old Hickory Boulevard to lessen the impact on adjoining subdivisions or revised to route construction traffic to Old Hickory Boulevard.
4. Prior to the final development plan being approved, the proposed crossing must be approved by the Stormwater Management Committee. If approvals can not be obtained, then the layout must be modified.
5. The site access at Old Hickory Boulevard shall be designed to include one lane for entering traffic and two lanes for exiting traffic. The exiting lanes shall be designed to include 75 feet of storage.
6. An eastbound left turn lane shall be constructed on Old Hickory Boulevard at the project access with 100 ft of storage and transitions per AASHTO/MUTCD standards.
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8. Along the property frontage, Old Hickory Boulevard shall be improved to provide a collector cross section as approved by Metro Public Works.
9. At the intersection of Old Hickory Boulevard and Burkitt Road, the developer shall conduct a periodic signal warrant analyses as determined by Public Works. If warranted and approved by Public Works, a traffic signal shall be designed and installed by the developer. Applicable road

- widening (left turn lanes) shall be completed by the developer at this time as well.
10. This request is located in the Infrastructure Deficiency Area (IDA), and requires that improvements be made to roadway within the IDA. The applicant will be required to improve approximately 5,017 linear feet of roadway. Roadway to be improved will be determined by Public Works' staff prior to the recording of the first final plat.
 11. For any development standards, regulations and requirements not specifically shown on the SP plan and/or included as a condition of Commission approval, the standard Zoning Code requirements of the R3.75 district shall apply for detached units, and RM20 district shall apply for attached units.
 12. Prior to the issuance of any permits, confirmation of preliminary approval of this proposal shall be forwarded to the Planning Commission by the Stormwater Management division of Water Services.
 13. Prior to the issuance of any permits, confirmation of preliminary approval of this proposal shall be forwarded to the Planning Commission by the Traffic Engineering Section of the Metropolitan Department of Public Works for all improvements in public right of way.
 14. All signage must be approved by the Planning Commission prior to final Specific Plan approval.
 15. The requirements of the Metropolitan Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.
 16. Prior to the filing of any additional development applications for this property, the applicant shall provide the Planning Department with a final corrected copy of the SP plan for filing and recording with the Davidson County Register of Deeds.

The proposed SP district is consistent with the Southeast Community Plan's Neighborhood General policy, which is intended to meet a spectrum of housing needs and provide a variety of housing types that are carefully arranged and not randomly located."